



**The Regional Municipality of Halton**

Report To:	Chair and Members of the Planning and Public Works Committee
From:	Peter M. Crockett, P. Eng., Commissioner of Planning and Public Works
Date:	August 31, 2007
Report No. - Re:	PPW143-07 - GreenCart Implementation Plan and a Communication Plan for New Waste Collection Services

**RECOMMENDATION**

1. THAT the Waste Management Collection & Processing Changes Communications Plan, being Attachment #1 to Report No. PPW143-07 re: “GreenCart Implementation Plan and a Communication Plan for New Waste Collection Services”, be approved.
2. THAT the GreenCart Program Implementation Plan, being Attachment #2 to Report No. PPW143-07, be approved.
3. THAT the project budget for G2522A (Enhanced Communication Strategy) be increased by \$546,000 from \$72,000 to \$618,000 and the additional funding required be financed from the Tax Capital General reserve 505010 (Attachment #3).
4. THAT the project budget for G2367A (Organics Green Bins) be increased by \$4,419,000 from \$550,000 to \$4,969,000 and the additional funding required be financed from Federal Gas Tax reserve 510100 (Attachment #4).
5. THAT staff report back to Council in January 2008 with the details of the GreenCart Program Implementation Plan and the Waste Management Collection and Processing changes.
6. THAT the Regional Clerk forward a copy of Report No. PPW143-07 to the City of Burlington, Towns of Halton Hills, Milton and Oakville, the Halton District School Board and the Halton Catholic District School Board for their information.

**REPORT**

**Purpose**

This report provides Regional Council with the proposed implementation and communication strategies to implement the new waste collection and processing programs outlined in Reports PPW144-07 and PPW145-07 on this agenda. The communication plan will inform and educate Halton residents about the proposed changes to the waste collection programs in 2008.

## **Background**

On May 30, 2007 Council approved Report PPW79-07 which endorsed the implementation of a Region-wide GreenCart program along with weekly Blue Box collection and bi-weekly garbage collection, subject to and as part of the awards of the 2007 Waste Collection and Processing contracts.

The 2006-2010 Solid Waste Management Strategy identifies a Region-wide GreenCart program as a key component to meeting the Region's goal to divert 60 per cent of waste from disposal, thereby extending the life of the landfill an additional six years.

## **Waste Collection Changes**

### **Blue Box**

- Residents will receive collection every week
- Material can be co-mingled, residents will not be required to sort it into two separate boxes

### **GreenCart**

- Residents will receive collection every week
- Certified compostable plastic and paper food waste bag liners will be accepted in the program
- Food waste and compostable paper products will be accepted
- Polyethylene plastic bags will not be accepted as cart liners
- Diapers, sanitary products and pet waste will not be accepted

### **Garbage**

- Residents will be allowed to set out a maximum of six bags (maximum 50 lbs or 23 Kg each) every other week.
- Diapers, sanitary products and pet waste will be collected with the garbage

### **Bulk Waste**

- Bulk collection will occur once every four weeks from February to October on the regularly scheduled garbage collection day in the designated areas.
- Residents may set out three bulk items for collection on these days.

The yard waste and metal call-in collection programs will not be changing in the new contract.

## **Communication Plan for the new 2008 Waste Collection Programs**

Attachment #1 is the Communication Plan developed for the roll-out of the new waste management programs, including the GreenCart in 2008. A wide range of options including community outreach, promotional resources and advertising are proposed for raising public awareness of the upcoming changes.

At its meeting on Thursday August 9, 2007, the Joint Municipal Regional Waste Management Committee passed a resolution in support of the Waste Management Collection and Processing Changes Communication Plan and the GreenCart Program Implementation Plan and requests Council to approve the plans attached to Report PPW143-07.

### **Software Enhancement for Access Halton**

Staff anticipates an increased number of calls to Access Halton relating to waste management issues shortly before and after the implementation of the GreenCart program and the new waste collection changes. To continue providing a high level of service and maintain customer satisfaction during this time, additional software should be incorporated into Access Halton, which allows for quick retrieval of collection information pertaining to specific addresses. The software will then continue to provide an improved level of customer service to residents on an ongoing basis.

The City of Hamilton, Town of Markham, Niagara Region and the Region of Waterloo have online search engines that allow for residents or staff to obtain all relevant waste management information based on the address of the household in question.

Staff will investigate software currently available in the marketplace and work with Corporate Services to install suitable software with the commencement of the new collection and processing contracts. The purchase of suitable software will be identified in the 2008 Budget and Business Plan.

### **GreenCart Implementation Plan**

Attachment #2 is the proposed Implementation Plan for the roll-out of the Region-wide GreenCart program. With the award of the collection and processing contracts, additional details will be added to the plan to finalize a complete implementation plan. Staff will report back to Council in January 2008 with the further details on the Implementation Plan for the GreenCart program.

Based on pricing received through the Collection and Processing RFP's, in addition to ease of implementing and communicating changes to the waste collection services, staff is recommending that the GreenCart program be implemented Region-wide in the spring of 2008 as opposed to the phase in plan originally identified.

### **School Collection Program**

Upon negotiation with the Halton District School Board and the Halton Catholic District School Board, the GreenCart program will be made available to all schools starting in September 2008. Schools who are currently participating in the GreenCart Demonstration Program will still be provided with collection during the 2007-2008 school year.

The GreenCart program will be made available in conjunction with the school Blue Bin program.

A communication plan will be developed to ensure proper information and training is provided to all students and staff within participating schools.

### Bag Tags

With the new bi-weekly garbage program residents will be allowed to set out up to six bags or up to 300 lbs (136 kg) of garbage every two weeks. This is a significant amount of garbage. Waste audits show that over a two week period, the average household sets out five bags of garbage with an average total weight of 60 lbs (27 kg). Therefore, the new limit should be sufficient for households in Halton that are participating in the GreenCart and Blue Box programs and a bag tag program is not being introduced at this time. Staff will be developing a work plan and present a report to the Joint Solid Waste Management Advisory Committee regarding the Bag Tag program and develop an implementation strategy for Council’s future consideration.

Municipalities that offer bag tags to residents for purchase usually have lower bag limits (3-4 bags bi-weekly). Any additional bags beyond the limit must display a bag tag in order to be collected.

Table 1: Summary of bag tag use in municipalities with bi-weekly garbage collection

<b>Municipality</b>	<b>Bag Limit</b>	<b>Collection Frequency</b>	<b>Bag Tags</b>	<b>Exemptions</b>
City of Toronto	6 items	Bi-weekly	Not for purchase - Provided by city to households who qualify for exemption.	Resident can apply for an exemption beyond the six item limit but must prove that they are fully utilizing the Green Bin and Blue Box programs.
Region of Durham	4 bags	Bi-weekly	Yes – \$1.50 each	No exemptions, but residents are allowed to set out an additional two bulk items bi-weekly.
Town of Markham	3 bags	Bi-weekly	Yes – no cost to residents, they are used as a social marketing tool	“No tag days” – one collection day in the Spring and Fall where residents can set out an unlimited amount of garbage.
Town of Richmond Hill	4 items	Bi-weekly	Yes - \$2 each	No exemptions – bulk items included in the bi-weekly limit.

### Health Department Review of Organic Waste Exposure Health Studies

At the May 30, 2007 Regional Council meeting, Council requested the Region’s Medical Officer of Health to review articles titled: Municipal Solid Waste Compostin1, Wouters Indoor Organic Waste AEM, and SSO Health Studies Summary. Council requested comments on the health impacts of source separating organics composting that are referred to in the articles. The Health Department did review the articles and provide the following comments:

- One of the articles from a magazine promoting the use of food waste disposers focused on food waste disposers' environmental benefits and cost-effectiveness. There was no discussion of health issues/concerns.
- Two articles were from a private company that sold food waste disposers, promoting their use. One of the articles listed research that had been completed that shows problems with in home composting, including health concerns. The article presented summary paragraphs with references to attachment numbers. The attachments were not included with the material provided, therefore, a review of their conclusions on health impacts could not be provided.
- An article on strategies for separating contaminants for municipal solid waste composting was reviewed. The article discussed the effectiveness of the different strategies on the compost quality, quantity, impact of recycling and cost with the focus on heavy metal contaminants. It did not discuss health concerns of in-home separation of wastes.
- Two articles discussed possible health hazards for workers in the organic recycling field. The worker issue would be one for the Ministry of Labour to respond to.
- One of the articles discusses different methods of waste disposal (recycling, composting, incineration, and landfill) and possible health effects. Waste separation in homes was not discussed.
- One of the studies showed a significant increase in skin irritation of people in homes that stored organic wastes for more than 2 days. However, this result may be due to poor individual home hygiene.
- The final study indicated that increased microbial contaminant levels in homes are associated with indoor storage of separated organic wastes. These increased levels may increase the risk of bioaerosol-related respiratory symptoms in susceptible people. However, the health effects have not been evaluated directly.

A copy of the articles is located in the Councillors Library.

## FINANCIAL/PROGRAM IMPLICATIONS

### *Communication Strategy & Accelerated GreenCart Implementation in 2007*

As shown in Attachment #1 to this report, the proposed Communications Plan requires total funding of \$815,600 in 2007. Of this total, the \$197,600 will be financed within the approved operating budget as part of on-going waste management communication program. The remaining \$618,000 is to ensure a smooth transition with the changes in the collection contract and to educate residents of the new GreenCart program and will be financed through project G2522A (Enhanced Communication Strategy). Currently, this capital project has an approved budget of \$72,000. Therefore, upon approval of this report, it is recommended that the project budget be increased by \$546,000 and the additional funding required be financed from Tax Capital General Reserve as shown in Attachment #3.

The accelerated implementation of the GreenCart program as recommended in this report requires total funding of \$5,191,700, with \$4,969,000 which includes \$300,000 for the existing pilot program, is required immediately in 2007 to address capital requirements (see Attachment #2). The balance of \$222,700 is required in 2008 to address staffing requirements, for which a program change form will be submitted as part of the 2008 budget process.

With respect to the capital requirements for the GreenCart program, the approved 2007 budget included \$550,000 in 2007 under project G2367A (Organics Program – Green Bins) with \$4,419,000 included in the forecast period between 2008 and 2010 reflecting the previous staged implementation plan. Therefore, in order to facilitate this accelerated plan, it is recommended that the project budget for G2367A be increased by \$4,419,000 upon approval of this report by accelerating the projected funding from the forecast period. The additional funding required will be financed from the Federal Gas Tax funds (see Attachment #4) as planned in the 2007 Budget and Business Plan. The future budget will be adjusted during the 2008 budget process to reflect this acceleration.

Table 2: Summary of GreenCart Implementation Budget

Project #	Description	2007 Approved Budget and Forecast					Revised Budget and Forecast					Increase/(Decrease)				
		2007	2008	2009	2010	Total	2007	2008	2009	2010	Total	2007	2008	2009	2010	Increase/(Decrease)
G2367A	Organics Program - Green Bins	550,000	1,020,000	1,320,000	2,079,000	4,969,000	4,969,000				4,969,000	4,419,000	(1,020,000)	(1,320,000)	(2,079,000)	-
<b>Total</b>		<b>\$ 550,000</b>	<b>\$ 1,020,000</b>	<b>\$ 1,320,000</b>	<b>\$ 2,079,000</b>	<b>\$ 4,969,000</b>	<b>\$ 4,969,000</b>	<b>\$ -</b>	<b>\$ -</b>		<b>\$ 4,969,000</b>	<b>\$ 4,419,000</b>	<b>\$ (1,020,000)</b>	<b>\$ (1,320,000)</b>	<b>\$ (2,079,000)</b>	<b>\$ -</b>

Summary of Overall Waste Management Services Financial Implications

A number of reports appear on this agenda for Council’s consideration including:

- PPW143-07 – GreenCart Implementation Plan and a Communication Plan for New Waste Collection Services;
- PPW144-07 – Request for Proposal P-061-01-07 Award – Residential Waste Collection Contract (2008 – 2014);
- PPW145-07 – Requests for Proposals P-064-07 and P-063-07 Award - Processing and Marketing of Recyclable Material and Organic Waste;
- PPW146-07 – Waste Transfer Stations and
- PPW147-07 - Halton Recycling Limited - Annual CPI Adjustment and Contract Extension.

To facilitate a comprehensive overview of all costs related to Waste Management services, Table 3 below provides a breakdown by major cost categories including Waste Disposal, Waste Diversion, Organics, Composting and Collection costs.

Table 3

	2007 Budget	Draft 2008 Budget	2008 Annualized Costs	Draft 2008 Budget / 2007 Budget \$ Change	Draft 2008 Budget / 2007 Budget % Change	2008 Annualized Costs / 2007 Budget \$ Change	2008 Annualized Costs / 2007 Budget % Change
Blue Box Diversion Costs	\$5,108,248	\$6,373,096	\$5,963,496	\$1,264,848	24.76	\$855,248	16.74
Organic Waste (GreenCart) Diversion Costs	710,310	4,504,500	5,644,600	3,794,190	534.16	4,934,290	694.67
Yard Waste Diversion Costs	783,600	549,400	549,400	(234,200)	(29.89)	(234,200)	(29.89)
Waste Collection Costs	10,967,523	9,403,400	8,779,400	(1,564,123)	(14.26)	(2,188,123)	(19.95)
Waste Disposal Costs	9,289,282	9,535,392	9,535,392	246,110	2.65	246,110	2.65
<b>TOTAL WASTE MANAGEMENT COSTS</b>	<b>\$26,858,963</b>	<b>\$30,365,788</b>	<b>\$30,472,288</b>	<b>\$3,506,825</b>	<b>13.06</b>	<b>\$3,613,325</b>	<b>13.45</b>

A draft of the 2008 Budget recognizing the new contracts and service levels has been provided with comparisons to the 2007 Budget and the Annualized cost in 2008 dollars. Overall costs for 2008 based on a preliminary 2008 budget draft reflects an increase of \$3,506,825 relative to the 2007 Budget. This is consistent with the budget provisions provided in Report CS-60-07 (re: 2008 Budget Directions). Annualized costs have been provided to also illustrate the cost of the new service levels and updated pricing for a full year (without two months of contract extension costs). The actual implementation of the full green cart program will commence April 2008, representing nine months of service delivery. The annualized cost reflects a modest increase of 0.35 percent.

It should also be noted the above summary describes the base budget implications. A number of program changes have also been identified as part of the waste management implementation plan review process, and these program changes will be submitted for Council consideration as part of the 2008 budget process.

Staff will be providing the related tax implications in the presentation to the Planning & Public Works Committee.

RELATIONSHIP TO THE STRATEGIC PLAN

The implementation of the proposed 2008 waste collection and processing programs addresses the 2007 Planning and Public Works Committee Plan Theme 2 – Protect and Enhance our Natural Environment, namely Goals 6 - Continue to demonstrate leadership in waste management, environmental protection services and efficiency use of energy, specifically Action 6a) Continue to enhance reduction, reuse and recycling/composting by investigating and implementing programs that effectively maximize the diversion of waste.

## Conclusion

The comprehensive implementation and communication plans attached to this report will begin in fall 2007 and run until summer 2008. Various communication tools will be used in order to effectively inform and educate residents and other stakeholders about the new waste collection programs proposed to start in spring 2008. These programs address the initiatives identified in the 2006-2010 Solid Waste Management Strategy to reach a diversion target of 60 per cent by 2010 to extend the life of the landfill.

Respectfully submitted,



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Peter M. Crockett P. Eng.  
Commissioner of Planning and Public Works

Approved by



Pat Moyle  
Chief Administrative Officer

If you have any questions on the content of this report, please contact: R. Rivers Tel. # 7689  
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